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Research on whether Portland's schools provide equal education revealed a number of facts about the local educational process. Children in disadvantaged schools in Portland were obtaining an education that was unacceptable in quality and achievement. In these disadvantaged schools were both white and Negro children. In a number of instances, the concentration of Negro children due to residential concentration of their parents had contributed to the development of disadvantaged schools. Racial concentrations were also produced by population shifts which tended to overcrowd formerly adequate school facilities.

Recommendations highlighted a Model School Program that would bring an intensive educational effort to bear on a number of elementary schools. These schools had achievement levels significantly below the city-wide mean in addition to social and learning problems. Additional teaching personnel should achieve a pupil ratio of 1-20. A new school should be constructed to take care of the surplus students, a preschool educational program should be established. Occupation oriented programs of general education should be designed for the high schools; counselors and students should be encouraged to work together. In the Model School Program more attention should be given to the material and cultural needs of disadvantaged children to enhance their response to motivational efforts. Also teachers should communicate with community leaders and take interest in problems of the community served by their schools so that the problem of prejudice could be removed.

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RACE AND EQUAL EDUCATIONAL OPPORTUNITY IN PORTLAND'S PUBLIC SCHOOLS

A Report to the

BOARD OF EDUCATION, MULTNOMAH SCHOOL DISTRICT NO. 1

by its

COMMITTEE ON RACE AND EDUCATION

HERBERT M. SCHWAB
Chairman

001374

October 29, 1964
Portland, Oregon

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RACE AND EQUAL EDUCATIONAL OPPORTUNITY IN PORTLAND'S PUBLIC SCHOOLS

A Report to the

Board of Education

Multnomah County School District No. 1

by its

COMMITTEE ON RACE AND EDUCATION

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Portland, Oregon
October 29, 1964

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PART XI

PROPOSALS FOR DEALING WITH DISADVANTAGED SCHOOLS

PART XI

PROPOSALS FOR DEALING WITH DISADVANTAGED SCHOOLS

To this point we have discussed the characteristics of the Portland school system, considered questions of intellectual ability and academic achievement, identified "disadvantaged schools," discussed the qualifications of Portland's school product on the basis of several comparative samples, and we have made a number of observations about program and students.

Our findings indicate that the results of the educational process are poor in schools which are predominantly Negro. We have found that there are some almost entirely white schools which demonstrate achievement deficiencies comparable in kind if not in degree with those which are predominantly Negro. This suggests that low socio-economic conditions are a root-cause of low achievement. Still, the Negro in America has suffered a tradition of subservience and discrimination which has tended to lower motivation generally, and especially in the education system. Thus, while socio-economic difficulties lower school motivation, Negro children have additional handicaps posed by traditional barriers, some of which are now being lowered as in the case of employment.

This evidence taken altogether suggests to us that race is a factor in the degree of education problems but the problems are broader than simply the question of racial concentration. We say this knowing that there is a broad spectrum of opinion concerning the significance of racial concentration or imbalance in schools.

On one edge of the spectrum are those who urge that the basic school problem is a racial one -- that the existence of racial concentration is indisputable evidence of the inferior quality of education. Proposals for dealing with education problems from this edge of the spectrum tend to call for redistribution of Negro children among schools of the system as a means of alleviating educational problems. At the other edge of the spectrum are those who say the question of racial concentration is irrelevant to education. Proposals for dealing

with educational problems from this edge of the spectrum tend to call for increased instructional efforts within the schools where the problems are found.

Those on either edge of the spectrum do not all advocate either redistribution or compensatory education as diametrically opposed and exclusive of each other. And in the spectrum area between the extremes are those who hold a variety of views which stress in different degree the significance of racial isolation, which many believe is not necessarily the same as racial concentration. Those in this middle area view concentration only as one of several factors to be considered in bringing about improvement. Proposals from the middle of the spectrum tend in varying degree to stress both the need for increased school effort where education problems are found and increased inter-racial contacts through a variety of educationally-defensible means.

We have considered the viewpoints and proposals across this spectrum. The most commonly expressed advantages and disadvantages of these proposals, as expressed by those supporting or opposing them, should be noted.

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Those who believe that the cause of inferior schools is primarily racial concentration say that the public schools have a responsibility as the first order of business to eliminate such concentrations, using one or more of a variety of means which will bring about varying degrees of dispersal. This viewpoint and the variety of corrective proposals have in common a number of general arguments for and against.

The need for dispersal by whatever means generally is supported on these bases:

1) If Negro children who have been poor achievers in their predominantly Negro schools are dispersed they will be stimulated to better achievement by association with higher achieving white children, first by increased competition, and second because the factor of isolation will no longer be a barrier to motivation. While mixing in predominantly white schools, Negro children will lose their sense of inadequacy and isolation from the mainstream of American society.

2) Greater contact with white children will accustom Negro children to standards with which they must become familiar

in order to take an effective place in our society after their formal education is completed.

3) Likewise, white children will become familiar with Negro children on a person-to-person basis and will be less inclined to accept adult stereotypes of the Negro which conflict with their own experience.

4) Dispersal is necessary to assist the Negro to break out of the ghetto to which he has been confined by formal and informal restrictions. Mere compensatory education will not solve the ghetto problem, because the ghetto will not come unglued simply because restrictions have been loosened, nor will a separate but better education bring the Negro into the American mainstream.

5) Where less than total dispersal is undertaken an added beneficial effect is often the lowering of enrollment in overcrowded schools and increasing it in under-utilized schools.

The general arguments against dispersal as an educational tool are often expressed as follows:

1) Mandatory distribution proposals, no matter how extensive, are assignment of children to school on the basis of race, raising moral as well as legal questions, and rest on the dubious assumption that Negro children are incapable of learning at satisfactory levels unless they attend school with some undefined percentage of white children.

2) In many instances distribution will abruptly place low achieving Negro children in classes with higher achieving white children. This will fortify in both a fallacious image of Negro inferiority whereas actually poor achievement is typical of both white and Negro children from depressed environments. This would discourage Negro children from achievement instead of spurring them to new effort. It would also reinforce detrimental stereotypes of Negroes among white children.

3) Where dispersal has been undertaken it has met resistance from both Negro parents whose children are being moved and also from white parents served by schools to which Negroes are being moved. This creates controversy which is

easily transferred from parents to children with serious emotional and educational consequences. It imperils present levels of school support.

4) Distribution on the basis of race does not directly attack the educational problems presented by depressed socio-economic environments. It detracts from efforts to do something educationally positive in disadvantaged schools and by dispersing individuals in need of help makes it more difficult to treat their individual problems.

5) Distribution calls for varying degrees of transportation and construction expense and forecloses using these additional funds to remedy existing educational deficiencies in the very children being dispersed.

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Those are the general arguments for or against distribution. In addition, each form of distribution has particular advantages and disadvantages claimed for it. It should be recognized that not all persons who have urged one of the particular proposals which we next discuss have done so to the exclusion of all other proposals, and many who support some distribution proposals also advocate educational remedies which we shall discuss later. The more common distribution proposals, together with the arguments commonly expressed for and against, are:

1) The dispersal of all Negro children on a quota basis to white schools outside the residential area of Negro children, with bus transportation provided at school expense.

Proponents say this is the only method which can at one stroke eliminate schools with concentrations of Negro children; the more limited proposals discussed below cannot accomplish the elimination of Negro schools without increasing the concentration of Negroes in other schools. Opponents say an effective dispersal in Portland would require criss-crossing the city with school buses carrying elementary children long distances from home; unless white children were bussed into presently predominantly Negro schools it would require the closing of approximately six schools and their equivalent in new construction; the expense of transportation and/or construction would be prohibitive especially in view of the need for additional funds for more adequate educational programs; it would undoubtedly raise opposition throughout the community.

2) Redrawing attendance boundaries to split Negro residential areas where possible and attach them to adjoining white residential areas, lowering the percentage of Negro children in present heavy Negro enrollment schools.

Proponents say this method in contrast to total dispersal will affect fewer schools and confine protest to fewer citizens; in addition, the schools will remain essentially neighborhood schools and entail no transportation expense. Opponents say this is gerrymandering to accomplish racial mixture; that it will increase the ratio of Negro children in as many schools as it decreases it -- in some instances tipping the scales in adjoining districts where the Negro population is probably already growing; and that it will expand rather than eliminate the ghetto; where the adjoining white area is one of low socio-economic environment, the proposal creates two mixed disadvantaged schools out of one white and one Negro disadvantaged school, and in the unusual event that the adjoining district has a high achievement school the immediate result will be to lower school performance in one school and raise it in the other.

3) Princeton plans in which two attendance districts not necessarily adjoinging are merged with all children in certain grades going to one school and all children in the remaining grades going to the second school.

Proponents say this proposal offers an opportunity to hold concentrations of Negroes to 50% or less and, because pairs are involved, will also limit the number of schools and potential controversy; the proposal is better than redistricting because the method need not be limited to adjoining schools, giving a better degree of control over both racial and socio-economic balance. Opponents say this plan also is likely to accelerate expansion of the number of heavily Negro schools and also of the ghetto; where paired schools do not adjoin the expense and pupil and family inconvenience of bus transportation are present, again causing both opposition from those mandatorily inconvenienced and a misapplication of financial resources; a careful study of the Portland situation reveals that all possible school-pairings result in an approximate doubling of schools which would be "racially imbalanced" within the definition of the more extreme advocates of redistribution; finally opponents say the plan will offer no significant educational advantage in dealing with children from depressed

environments that cannot be provided in other ways.

4) Open enrollment plans which permit Negroes in predominantly Negro schools to transfer on a voluntary basis to under-used white schools until a pre-fixed percentage of the student body at the receiving school is Negro; voluntary transfer of white students in predominantly white schools to predominantly Negro schools could be allowed on the same basis.

Proponents say this is a voluntary way of achieving the benefits of greater integration; parents who do transfer their children are likely to be the more highly motivated ones, hence their children will be more competitive in the new schools; the shift will in most cases be from crowded to uncrowded schools; finally, open enrollment tends to relieve the sense of being locked into a ghetto and gives Negro parents a chance to choose between a neighborhood school where an intensive educational upgrading may be occurring and a school outside the area; the cost is minor being limited to a careful preparation of teachers and pupils in receiving schools and of children using such transfer options. Opponents say the plan allows the transfer option only to Negroes and not to whites in disadvantaged schools, and is thus ethically questionable; the expense and planning entailed will fall heaviest on those parents least able to bear the expense or effect the planning; the proposal does nothing for the majority of the children who do not request or are not involved in the transfers; those who favor maximum dispersal oppose open enrollment because it may take the edge off demands for greater dispersion by other methods.

5) Free choice transfers which permit children irrespective of race to transfer on a first come, first served basis from any school to any school which has a pupil vacancy, with parents responsible for assuring attendance.

Proponents say that in St. Louis, Detroit and elsewhere this plan has relieved the sense of being locked in, and unlike directional transfers there are no racial strings attached; while offering psychological benefits the plan is not time consuming for the schools. Opponents say the plan does not sufficiently affect racial distribution and offers white parents an opportunity to move their children from predominantly Negro schools, increasing racial imbalance.

6) Restrictions on location of new construction to avoid creating or perpetuating racial concentrations.

Proponents of restrictions urge them in varying degrees -- some ask that predominantly Negro schools be closed -- but basically they argue that new construction in predominantly Negro neighborhoods is construction of schools preordained to be occupied by Negroes; a more limited argument is advanced by those who urge that the factor of race be one consideration when new construction is located. Opponents of building restrictions say if schools are not built to relieve overcrowding and if predominantly Negro schools are to be closed, then children must be transported to, and new schools must be built in, predominantly white areas, raising opposition in both Negro and white areas;[1] in any event, overcrowded schools must be relieved before educational deficiencies can be corrected; unless Negro children are to be condemned to overcrowded schools or largely dispersed in the face of opposition, new construction must be carried forward.

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Educational remedies in great variety have been employed in many parts of the country. They rest on the premise that the problem of poor achievement in disadvantaged schools is primarily a consequence of depressed socio-economic environment, and that this can be substantially offset if action is taken within the educational process early enough.[2] As previously stated, many of those who advocate some measure of increased inter-racial contact within the schools also

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[1] In St. Louis the transportation of some 5,000 Negro children daily to overcome Negro area school overcrowding met Negro and white opposition, leading to a successful bond issue to build five new predominantly Negro elementary schools. St. Louis requires a two-thirds majority to pass a bond election. See Schlafly, Report of the Traveling Subcommittee, Committee on Race and Education, pp. 42-43.

[2] Martin P. Deutsch, "Dimensions of the School's Role in the Problems of Integration," Integrating the Urban School ed. Gordon J. Klopf and Irsrael A. Laster (New York: Columbia University, 1963), Part I, p. 42. "Programs to reverse the effects of deprivation cannot be put together in a day, and people can't be trained in a month to carry them through. This has been a consistent weakness of many programs which have been established. Also, progress to raise the horizons of children must not be allowed to be dominated by public relations needs, or by an urgent requirement to get results."

support these compensatory education devices. Thus, compensatory education and efforts to relieve racial isolation are not considered mutually exclusive, but are regarded as complementary.

Following are some of the programs:

1) Reduction of class size to allow the teacher to devote special attention to the individual child in regular classes.

Portland starts with a better average class size than many other large school systems. The city-wide elementary class size in 1963 was 28.9. In Detroit typical disadvantaged school class sizes are, for example, 35. In Portland a start has been made in reduction in disadvantaged schools with Boise 26.3, Eliot 24.3, and Holladay 22.3. In Highland, however, it is nearly 30.[3] All Portland teachers and principals interviewed place the highest priority upon reduction in class size.[4] This emphasis is echoed in other studies and in interviews with school personnel in other cities. The comment was made, however, that a poor teacher will do as poorly with 20 children in a class as she does with 35. The reduced load offers an opportunity for greater effectiveness, not less work. This is also the most expensive remedial measure, for reduction in class size from 30 to 20 in a given school means a 50 per cent increase in the number of classrooms and teachers. If actual class size cannot be reduced, reduction of the teacher-pupil ratio is also advocated through the addition of special teaching personnel to assist classroom teachers in critical curriculum areas.

2) The special training of teachers assigned to disadvantaged schools to prepare them for the special educational conditions and social problems which they will meet, and to give them methods and techniques for coping with such conditions.[5]

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[3]Research Memorandum, "Class Size in Selected Schools," (Subcommittee on School Plant and Operations, November 18, 1963), p. 24.

[4]Minutes of the meetings, December 16, 1963, p. 42; and December 30, 1963, pp. 51-55, Subcommittee on School Plant and Operations.

[5]Marburger, op. cit., p. 304. Teacher expectation has a surprising impact on achievement.

All principals and teachers interviewed, both locally and in other cities, urge such training both at the college level and as a special summer in-service workshop for teachers assigned to disadvantaged schools. The trained teacher is the key to remedial measures. Outstanding facilities and services are not enough. Money and energy allocated to the disadvantaged schools must be spent "appropriately and uniquely".[6]

3. The provision of education for children of preschool age in districts with disadvantaged schools, giving such children a wider range of experience and cultural background with which to start school.

Such preschool experiments are reported as successful in the Deutsch experiment in New York[7] and in Champaign-Urbana.[8] They are recommended in both Detroit and St. Louis.[9]

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[6]Abraham Tannenbaum, Conference on the High School in the Big Cities, Stanford University, Summer 1963, as reported by Richter.

[7]Passow, op. cit., p. 105: "Professor Martin Deutsch's thesis is that the 'lower class child enters the school situation so poorly prepared to produce what the school demands that initial failures are almost inevitable and the school experience becomes negatively rather than positively reinforced.' . . .Discussing the significance of language development and the language-symbolic process in all learning, Deutsch observes that early verbal impoverishment may contribute heavily to the child's disadvantage. . .Deutsch would put his emphasis on working with young children, preschoolers and kindergarteners and their parents, on the assumption that the younger the child the greater the possibilities of reversing the effects of cultural deprivation. More ways of linking the school's work with the home are needed. Parents could be of considerable help if trained to aid their children, since they are often embarrassed by their own ignorance."

[8]Guy, Minutes of the meeting, November 18, 1963, Subcommittee on School Plant and Operations, p. 18.

[9]Report of the Traveling Subcommittee, op. cit., St. Louis and Detroit interviews; also, Marburger, "Working Toward More Effective Education," Programs for the Educationally Disadvantaged, op. cit., p. 75.

At its Willow Manor School, Oakland, California, has such an experiment in progress.[10] Emphasis is laid on the need for such programs throughout the literature.[11] In 1963-64 an experiment on a small scale was undertaken at Eliot. There is increasing evidence that early age experiences have greater promise for cultural development than any other type program.[12]

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[10]Oakland Public Schools, Willow Manor Oral Language Development Project (Oakland: Oakland Public Schools, 1963-64). Mimeographed.

[11]I.e., Passow, op. cit., p. 4.

[12]Bruno Bettelheim, "How Much Can Man Change?", The New York Review of Books, Vol. III, No. 2, September 10, 1964. Some of the newest evidences of the effect of preschool experience on intellectual growth are startling. Bruno Bettelheim, professor of education at the University of Chicago, in drawing upon the recently published research of his colleague, Professor Benjamin S. Bloom who is president of the Association for Educational Research, (Stability and Change in Human Characteristics, published by John Wiley and Son, New York, 1964), concludes that the cause of intellectual enrichment is for all practical purposes lost by the time a child enters school. ". . .Only recently has American social science adopted the psychoanalytic view of man; hence the widespread conviction that human personality is shaped in infancy, and that the early characteristics are extremely resistant to change. Nevertheless, we find our social scene flooded with statements on how this or that form of social engineering is going to change personality at an age when. . .personality can hardly be changed short of long-term therapy or some influence of equal depth. . .Professor Bloom found that half of all the growth in intelligence takes place between birth and age four. The next 30% increase in intelligence is made between the ages of four and eight. Between eight and seventeen, when the child is of school age, intelligence increases only about 20%. In short, just as much intelligence develops in the first four years of life as in the next 13 years, and there is very little growth after 18. . .What are the. . .factors in an environment that have so much influence on the growth of intelligence? Professor Bloom. . .identified 13 such factors, all relating to family background or to the relations between parents and children. Seven of these factors are process variables indicative of the parents' response to the child and his capacities -- their intellectual aspirations for him, the rewards they offer for intellectual growth, the opportunities they provide for learning inside and outside the home (not including school); and the nature and amount of help they give

4) The provision of an extended school day in disadvantaged schools to provide additional cultural background and physical training for such children during their grade school years.

In Detroit volunteer high school students participate in a very effective way as leaders of after-school classes and clubs.[13] The Higher Horizons Program in New York City

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to extend learning in a wide variety of situations. The other six factors tend to be more stable: they are characteristics of the parents and the home. Among them are the parents' use of language in a variety of situations; the opportunities in the home for enlarging vocabulary and the quality of the language used; whether there is emphasis on correct use of language; the availability of books, periodicals, and library facilities. These 13 factors account for two-thirds of all intelligence development, a process that is completed before the child even enters school. . . .Even for general achievement, such as reading comprehension, the ground is laid long before the child enters school. A full third of whatever the child will achieve later in school is developed by the time he gets there, probably because so much of it depends on vocabulary development and language comprehension. . . .By the time the child has reached an age when the home influence is waning, when he is old enough to strike out on his own -- that is, by the end of grade school -- a full 75% of all his academic achievement has already been made. Thus, efforts in behalf of the child after that time can only influence 25% of his total academic achievement. . . .If we could stimulate a student to do 20% better in high school (a tremendous gain, if achieved), it would improve his overall achievement only 5%, a rather insignificant gain. . . .This means that if we want to raise the intelligence of children by the possible maximum of 20 I.Q. points. . . .we must change their environment long before they come of school age. . . .Will we continue to fool ourselves by thinking that we can change the lives of under-privileged children in school, when it is much too late for everything that really counts? I believe that reform must be concentrated where it most matters -- on the conditions of life at home -- if we are to give these children what they most need."

[13] Report of the Traveling Subcommittee, op. cit., pp. 10-11.

follows such a program along with other devices such as field trips to remedy cultural deficiencies and success has been reported.[14] The principal of George Washington High School in New York City, Demonstration Guidance Program, added that there is no magic wand but a longer school day and longer school year beginning in the elementary school are necessary.[15]

5) The provision of a regular summer school program on a voluntary basis in disadvantaged schools to supplement the regular curriculum, to remedy cultural deficiencies, and to provide physical training and athletic programs for such children.

Significant improvement in Indian children achievement was reported by the American Friends Service Committee after an experimental summer program in 1963.[16] Camp programs of various types are important services.

6) The provision of a school-community agent in each disadvantaged school.[17]

The community agent is a wide ranging school social worker on the principal's staff whose function it is to organize after-hours programs for both children and adults. His job is to encourage the community to take an interest in its school, parents to take an interest in their children's education, and the community to take an interest in itself. In Detroit, the community agent is one of the posts established under the Great Cities Program in its seven schools. In St. Louis, where funds were more limited, the principals seem to be performing to an astonishing degree the function of community agent. In any event, all of the literature and all of our

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[14]Minutes of the meeting, November 18, 1963, Subcommittee on School Plant and Operations, p. 18.

[15]Henry Hillson, Conference on the High School in the Big Cities, Stanford University, Summer 1963, as reported by Richter.

[16]Mrs. David Newhall, John Willard, Minutes of the meeting, March 9, 1964, Subcommittee on School Plant and Operations, pp. 125-130.

[17]Report of the Traveling Subcommittee, op. cit., pp. 4, 10-11, 15-16.

observations suggest that the disadvantaged school needs an additional person whose job is to create a community-school sense of direction.

7) The provision of a full time regularly assigned registered nurse to each disadvantaged school.

Most programs for these schools emphasize that the children have a much higher incidence of health problems than children in more nearly average schools.[18] In addition, their parents necessarily have more limited means of securing medical and dental care, and a more limited awareness of the importance of corrective action.

8) The establishment of substantial administrative autonomy for the administrator, the principal and the teachers involved in dealing with disadvantaged schools.[19]

Each school has characteristics of its own which are in many ways a reflection of the neighborhood which it serves. Each population of children needs its own approach which will depend not only upon what the children or combinations of them are, but also on what in the way of faculty is available to deal with them. In these schools both principals and teachers are given an unusual freedom to experiment with teaching methods and with curriculum; they are then judged upon results. The rationale is that the traditional methods of attempting to teach and employ curriculum in disadvantaged schools do not appear to have been generally successful. Those who have been most successful emphasize this flexibility and independence.[20] This flexibility is extended to class

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[18]Dr. William Snook, Minutes of the meeting, March 9, 1964, Subcommittee on Government Agencies, pp. 57-58. The same problem is noted in Portland.

[19]Marburger, et. al., Report of the Traveling Subcommittee, op. cit., pp. 3, 6-7, 20-23, 37-39.

[20]Deutsch, "Dimensions of the School's Role in the Problems of Integration," op. cit., pp. 34-35. Deutsch is among those pessimistic about the success of compensatory education within the framework of existing administration. "Education has the disadvantage of a long and encumbering history. In a sense, the

size, grouping of students, staff utilization, school organization, cultural enrichment experiences, and after school programs. Additional funds are placed at the principal's disposal to finance these things. Such independence is likewise extended to the principal's activities and relationships with the neighborhood in which his school is located.

9) The placing of unusual emphasis upon excellence in reading.

All teachers, all principals and all administrators involved in intensive education efforts to counteract cultural deficiencies stress the importance of reading. In a New York elementary school visited, the primary emphasis of the extra funds derived from the Higher Horizons Program was placed upon extra teachers for reading.[21] Most programs in other cities stress reading and the importance of correcting reading difficulties as they arise in all children irrespective of where they appear in the I.Q. or achievement scale. In this connection great emphasis is placed upon having an adequate range of books and magazines in the room and also in the school library to stimulate each child at whatever his reading level.

10) The provision of special classes with reduced pupil-teacher ratios for children designated as mentally retarded on the basis of ultimate classification as between 55 and 75 I.Q. and inability to keep up in regular classes.

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institution of education -- the school -- is the status quo. It often operates through huge politically oriented bureaucracies that continually inhibit its potential for change and for developing strategies for meeting social crises such as those inherent in the new urban America. These bureaucracies are often so large that introduction of meaningful change, even when agreed on by the higher echelons, is limited by the clogging of communication channels with paper, red tape, and assorted other artifacts, and by the constraints under which the average classroom teacher operates. A chasm is created between policy and implementation, and as a result many inconsistencies are produced."

[21] Gang, Report of the Traveling Subcommittee, op. cit., pp. 20-23.

Staff persons involved in MR programs in Detroit, New York and St. Louis all point out the danger of picking up essentially normal children in the MR program.[22] On the other hand, in each city in which the program was studied, the staff people and the principals felt the MR program was helpful -- particularly since the children who went into it were carefully screened on the basis of individual tests, complete psychological examination, were mandatorily retested periodically, and the content of the MR program was designed to assist children back into the regular classroom where possible.

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[22]New York City schools because of this danger, among other reasons, abandoned the use of standardized group I.Q. tests in 1964.

PART XII

COMMITTEE'S PROPOSAL FOR DEALING WITH DISADVANTAGED SCHOOLS: ITS JUSTIFICATION AND VALIDITY

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Measures proposed to deal with disadvantaged schools involve concepts of race as well as concepts of education, and in the present situation both are under discussion. Controversy surrounds use of dispersal measures where the criteria are not agreed upon and the beneficial results anticipated must be weighed against such adverse consequences as are reasonably predictable. There is less controversy concerning educational measures which can be evaluated by objective criteria such as achievement scores, reading levels, attendance records and similar conventional means.

Our recommendations for dealing with disadvantaged schools are based on both speculative and practical considerations.

Speculatively, we have as a result of our study and discussions arrived at what we believe is a clarification of the various concepts employed in relation to current racial problems. From these considerations, we have arrived at a notion of the role and influence which racial considerations should be accorded in our educational system and the factors which must be taken into account in any constructive proposals designed to further the cause of racial integration.

Practically, we have analyzed carefully the composition of the student body in Portland public schools in which Negro students are concentrated and have derived from this study what we believe are solid reasons for the recommendations we will make.

A. Clarification of Concepts

Certain words have become headlines in the present social upheaval involving the public schools in the United States. "Segregation" (both de jure and de facto), "discrimination" (both obvious and subtle), "racial imbalance" or "concentration," and "integration" are words which invoke a

troubled and sometimes passionate response. They reflect concepts which are central to the problems which concern society, yet their usage is not yet settled and is frequently ambiguous. "Desegregation" and "integration" are often used interchangeably. Likewise, "de facto segregation" and "racial imbalance" and "racial concentration" are frequently used interchangeably.

Segregation, De Facto and De Jure: In the Brown decision of May, 1954, the United States Supreme Court held that a state law which required that children be assigned to certain schools solely upon the ground of their race was invalid. The Court thus overruled the earlier long established doctrine that legal or de jure segregation upon the ground of race was valid provided that equal school facilities were in fact provided. The Court premised its conclusion upon a finding that legally segregated facilities for education were inherently inferior by reason of the effect of segregation and its aura of inferiority upon the minority so segregated.

The term "de facto segregation" is used in different ways. Sometimes it is applied to segregated situations which are brought about by extralegal means, or by law or practice not phrased in terms of race. So defined, de facto segregation does not really differ from de jure segregation in terms of result or intention. Both types of segregation share a common element -- the conscious purpose to produce or maintain segregation.

However, segregation in the sense of separation, regardless of intent to cause it, can exist for other reasons. Hence, even when there is no deliberate intent to segregate, a school is sometimes also described as de facto segregated when it is almost entirely white or almost entirely Negro as a result of residential patterns, or when it is composed predominantly of ethnic or economic groups, such as white Appalachian children in Detroit or Puerto Ricans in New York, again as a result of residential patterns. Such concentrations in schools, sometimes racial, sometimes religious, are frequently produced by a series of complex human actions, many of them individual choices. In urban communities population shifts can alter housing patterns with astonishing rapidity, and the resulting impact upon the school may be wholly unintended.

Racial Imbalance: Where, as in Portland, any intent by the school system to segregate on the basis of race is lacking, those schools in which a concentration of any race appears by reason of changing neighborhood housing patterns, have also been called "racially imbalanced" as well as "de facto segregated". These concepts lead necessarily to the question of what is balance, because

imbalance is essentially a negative term which can be understood only in relation to its positive counterpart, balance.

In Portland, with roughly a 7% Negro component in our public school population, is an ideal balance 7% Negro and 93% white in any given school? In this context is a Portland school with 93% Negroes considered imbalanced, while another school with 93% whites is considered balanced? Totally different equations are posed by Detroit with 51% Negroes in public schools, St. Louis with 57% Negroes in public schools, and on Manhattan with 75% Negroes in public schools. Does racial balance also mean equal distribution of races throughout all levels of society and all institutions in society? As applied to schools, does it mean that ideally in each school in a particular district all races must be represented in proportion to their numbers?

To pose these questions is to pose the difficulty inherent in trying to answer them.

There is, insofar as we can see, no basis or formula by which one may determine when racial balance is achieved. A statistical image of a racially balanced society is not necessarily a well integrated society, nor is it one which must or perhaps even can exist. We do not believe therefore, that the introduction of the quantitative concepts of "balance" or "imbalance" into the question is of any help in suggesting possible solutions or even in clarifying the problem.

Integration, Desegregation: We believe that it is in the consideration of these two concepts that the racial problems which are our concern will be most clearly delineated and the direction of solution indicated.

It is commonly agreed as we noted in our Introduction that racial integration will have been achieved when citizens of all races shall have been assimilated into the educational, cultural, social, political and economic spheres of American life. Such integration, which for the Negro generally remains a goal yet to be attained, parallels ethnic integration which has been virtually accomplished, at least in the Portland community.

Integration therefore is a goal, an end, an objective. How is it to be achieved?

As we have seen above, conscious efforts to separate, segregate members of a particular race from the rest of society render impossible a racially integrated society. Further, as we noted, a similar result occurs when the members of a particular race themselves deliberately choose to separate themselves from the rest of society. Consequently, if racial integration is to be achieved, it must be by a process of desegregation -- that is the removal of all contrived barriers to social movement which are based upon race and the development of conditions, particularly of the intellect, which will allow individuals to make reasonable choices from an entire spectrum of choices.

In the light of this concept of desegregation, the following principles are suggested:

1) Proposals for desegregation should not contain demands that choices be exercised in only one way.

Not all human decisions which are thought to be desirable can or should necessarily be required. In a free society, we attempt to leave to the individual many areas of individual choice. Striking the balance between that which is required or prohibited as a matter of public policy and that which is left to the sum of individual choices is a difficult problem and nowhere more so than in the area we are discussing.

To be more specific, our society ideally seeks to leave to the individual the right to make an individual choice as to where he shall live, leaving to him the selection of a state, city, locality and neighborhood. Our practice has fallen greatly short of this, and particularly in the case of minorities. But once artificial barriers -- whether legal or customary -- are removed, we believe that the limit of public policy as expressed in terms of compulsion has been reached. Thus when individuals, in the absence of such barriers, freely make choices which result in forming or continuing racial, religious or nationality concentrations in the places where they live, they remain within the bounds of public policy whether or not we consider their choice a happy one.

To demand that choices be exercised in only one way in order to achieve desegregation is to nullify the very freedom which is sought.

2) Proposals to further the process of integration should contain provisions to:

a. Remove contrived barriers to freedom of choice.
b. Create opportunities for individual choice.
c. Develop awareness of value of individual choice and social responsibilities consequent to freedom of choice.

B. The School

Public policy has not, of course, allowed complete freedom of choice in all social matters. The child has no choice as to whether or not he is to be educated. The parent has no choice as to whether his child shall be educated, although he is allowed to choose between public schools and publicly recognized private schools.

Historically, the common school of the 19th Century was located in the small town where it served the children of the town and from the surrounding rural community. Its central location made its services and facilities available to the entire spectrum of the population. As modern communities urbanized they acquired both a greater density of population and an increasing geographical spread from the urban center into the suburban complex. As a consequence, the "neighborhood school" has developed as a decentralization of the earlier common school whereby the factor of distance was minimized and educational opportunities were made more accessible. Inevitably, attendance boundaries had to be drawn so that children attended those schools most accessible to them and for whom they were intended. Also, it was inevitable that these schools came, more and more, to reflect the character of their neighborhoods; and as neighborhood schools in urban communities became more and more differentiated, the quality of the educational opportunities and experiences thus afforded was affected.

Also historically, parents have always possessed the right to determine the specific means whereby state requirements for the education of children were to be met. Traditionally, tutorial instruction and private schools have been used to an increasingly higher level, and public participation through payment of taxes has become more significant; however, parents have become less capable of utilizing their alternatives of tutorial instruction and private schools. Of necessity, they must depend heavily upon the resources provided through public education.

The parent in the modern urban community, therefore, finds himself necessarily dependent upon public education for

his children, but he is locked into their attendance at a school which is determined by his place of residence and which may differ from other schools in his urban community in terms of the quality of educational opportunities and experiences it offers. Especially in the case of Negroes, who have all too often been limited in their choice of a place to live, this policy has resulted in their children being forced to attend schools which are not socially comprehensive, but are rather racially homogenous. Thus, where attendance policies for neighborhood schools are rigidly enforced, the parent is largely deprived of his traditional right to select the specific means whereby his children are educated in accordance with the requirements exacted by the state. Yet, from an administrative point of view, the neighborhood school remains the single most effective device upon which future planning can be based and in terms of which accessibility, as a factor in equality of educational opportunities, can be gained in geographic or spatial terms.

Though it is true that our population has become and is increasingly mobile, this is more true of adults than youth and more true of youths than children. Also, it is a fact that time, in some cases, is more indicative of distance than space -- that time in minutes is more realistic in dealing with distance than geography reflected in miles as a category of linear measurement. Thus, some modification of the neighborhood school and its attendance district is possible (in specific cases, perhaps desirable) even though the neighborhood school may be essential as a basis for planning and initial pupil assignment.

The Social Role of the School: The public school system in the United States has long been recognized as a social agency whose role transcends the mere transmission of academic skill and technical knowledge. It has been consciously employed as a means of producing the sort of political climate and the sort of ideal of citizenship which we have felt necessary to maintain our system of government. The schools have helped to transform generations of immigrants from many foreign lands speaking many different languages into a people which conceives itself as having a common heritage, speaking a common tongue, and aspiring to a common future.

It is a fact beyond controversy that today the largest single remaining unassimilated minority in American life is the American Negro. It is fortunate that the Negro wants to participate more fully in the mainstream of American life, rather than maintain a relatively separate existence in opposition to the values and goals of that greater society. Because the public school has been successful in this role before, because the school reaches substantially every person

in our land, because it reaches us when we are forming our first impressions of the world about us, the schools have a vital role to play in the assimilation process. By the same token, we must recognize that this task of assimilation and reconciliation will require imagination, energy, and, above all, wisdom.

The good of the individual child of whatever talent or whatever handicap must be given prime consideration by the school system. Any steps that it takes to further the process of integration must be educationally valid.

Hence, racial considerations must not be the sole criterion for educational decisions, or desegregation efforts.

The School and Equality of Opportunity: The assumption has been made in the past, not without strong justification, that equal opportunities were being provided when essentially comparable facilities and services were made equally available. Generally, it has been felt that recognition of the principle of human equality requires uniformity of treatment as evidence of the school's equality of concern for all students irrespective of race, creed or color.[1] It has been recognized, however, that the unique qualities possessed by some individuals as classes of people must be met by qualitatively different kinds of resources and programs and/or instructional methods and devices; thus, both the mentally deficient and the gifted are segregated for special purposes which are designed to accomplish maximum benefits for each. The fact of cultural deprivation would now seem to suggest yet another classification wherein equality of concern and the equalization of educational opportunity requires the energetic and imaginative use of unequal resources in order to achieve essentially equal results.

The School and Desegregation: The foregoing discussion of the school permits us to draw these summary conclusions:

1) While the neighborhood school concept is essential as a basis for planning an initial pupil assignment, some

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[1] Research Memorandum, "Proposed Outline of Study," (Subcommittee on School Plant and Operations, November 18, 1963), pp. 23 and 27. For instance, in the Portland school system there has been an apparent effort to provide substantially equal materials and facilities despite varying needs of different schools.

modification of the neighborhood school and its attendance district should be possible and in specific cases may be desirable and necessary.

2) The public school system in the United States has in the past successfully aided in the assimilation of racial and ethnic groups into American life; it should perform a similar task today for the American Negro.

3) The school will aid in the assimilation of the Negro by:

a) Removing contrived barriers to freedom of choice.

b) Determining that each child, irrespective of race, shall have full access and opportunity to profit from those educational programs which the schools provide.

c) Developing an awareness in the child of the value of individual choice and the social responsibilities consequent upon such choice.

4) An integrated school therefore is one in which all children are accepted as of essentially equal human worth, in which all children are judged in terms of their individual characteristics, and in which all children are taught to feel capable of freedom of movement and choice in developing their natural talents.

5) In addition to special programs for the mentally deficient, the gifted and the physically handicapped, the schools should also provide special programs in order to achieve essentially equal results for culturally deprived students.

C. The Portland Situation

Our study suggests that the primary cause of low achievement in those schools located in neighborhoods which are depressed in a socio-economic sense, is the background which the child brings to school when he arrives at the age of five or six, and the environment in which he lives.

This observation is applicable to both white and Negro schools. Racial concentrations of Negroes add problems of

motivation and feelings of alienation to the problems of socio-economic deprivation.

Likewise racial isolation has deprived both Negro and white children of opportunities to learn, to know and respect each other as individuals with common interests rather than as races with different or hostile interests.

Yet a study of the aptitudes and achievement levels of the Negro students in the culturally deprived schools indicates that a large percentage of them are not prepared to cope with the academic and social demands of some of the white middle class schools to which they could be transferred. Hence, such a transfer for many of them would be educationally unsound and, in terms of prejudices, could in some cases defer progress in assimilation.[2]

An array of other special solutions holds promise of early and real progress.

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The conclusions and recommendations which we have reached take into account all of the factors, both speculative and practical, which our study has confronted. They represent an attempt to pursue an exciting and constructive plan to improve the education of disadvantaged children both white and Negro, to provide both formal and informal opportunities within the school system for favorable contact between the races, to set up controlled transfer programs designed to further assimilation on an educationally, socially and psychologically sound basis, and to provide opportunities and challenge to all segments of society for co-operative action with the Portland Public Schools in furthering the assimilation of the Negro into the mainstream of American life.

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[2]Ausubel, op. cit., p. 131: "Increased physical contact per se between white and Negro children does little to reduce prejudice, but more intimate personal interaction under favorable circumstances significantly reduces social distance between the two groups. . .Artificial attempts to end de facto school segregation, caused by neighborhood segregation of Negroes in particular urban slums, are socially and psychologically unsound. It is not only impractical to transport white children to schools in distant, predominantly Negro neighborhoods just for the purpose of maintaining the principles of racially mixed classes, but it also victimizes individual white children and thereby increases racial tensions."

PART XIII

CONCLUSIONS

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Our answer to the question of whether Portland's schools are providing children of all races with equal educational opportunities is:

No, they are not. Our studies indicate that our schools in their present educational practices are not achieving their purpose for students from culturally deprived circumstances, and this is particularly true for Negro students.

Our answers to the questions of what the schools can do to improve achievement of students in culturally deprived areas in meeting the educational objectives of the school system, and what the schools can do to eliminate unreasoned prejudice in the minds of children of one race against persons of another race, are inextricably woven into the considerations of the answer to the School Board's first question, and are implicit in the recommendations which we shall shortly make.

We cannot overstress the totality of the problem as it touches the entire community and all its agencies, not just the schools. Political, social, economic and human questions of the first magnitude are raised by the spectre of an ever increasing proportion of our young people who are not being fitted for their future obligations in a rapidly changing society.

Cause and Remedy for Unequal Educational Opportunity

It is our opinion that if any fault is to be imputed to the Portland public schools regarding lack of equal opportunity for children of any race, the fault lies in the fact that the schools did provide equal programs and educational efforts to all students in the system, with minor exceptions where physical or mental problems existed, or where superior talent existed, in which cases extra efforts have been made. But the schools have not taken sufficiently into account whether what was taught the general run of youngsters, and the way it was taught, was

really appropriate to the background and ability of the learners in all the schools.

Obviously some remedies must be found.

We believe that for the problems as they exist in Portland, the best approach is that of intensifying education efforts -- concentrating attacks on those educational deficiencies which occur in students due to many factors, racial isolation, depressed economic prospects based on past history, deplorable physical environments, etc. Such a program would get at the roots of the problem so far as the school is concerned, for educational deficiencies severely limit the qualifications and future prospects of so many of the students, as does racial bias.

It is the job of Portland's schools to prepare all students for life in an integrated competitive society. As long as the present realities persist, special efforts must be made to provide all students with imaginative new tools and opportunities for learning for future participation in an open society.

School District No. 1 should use every means consistent with its educational objectives not only to prevent racial concentration, but to correct it. Under no circumstances however must the educational development of the individual child be placed in jeopardy simply to achieve physical realignment. While admitting the limitations of our study, we believe that the evidence presented from it is sufficient to indicate that the problem is greater than a simple concentration of students of one race in certain schools. Widespread transfers on a quota basis could result in educationally unsound groupings, not simply of race, but more critically of economic and education-readiness groups, and would result in more educational and social difficulties and inter-group tensions than now exist.

The schools must call upon all elements of society to assist in the problem of promoting the assimilation of all races into a society of men with equal opportunities in all areas -- the true goal of all integration efforts. But the school itself must also take some positive steps to improve what it is trying to do, since in our opinion, to a large degree it is not achieving its purposes for a significant segment of society.

With the above as a general statement, we shall proceed to draw more detailed conclusions first as they affect the educational process, and second as they affect the community at large.

Conclusions Regarding the Educational Process

1) A depressed or substandard community and home environment depresses educational achievement. Adverse features of such an environment are lower than average income, a higher incidence of family and community depressed standards, substandard living conditions and frustrations. In Albina this is further aggravated by racial isolation.

2) Substantial numbers of children in a limited number of Portland schools which we have designated as disadvantaged schools are obtaining an education which is unacceptable in quality and achievement. Another substantial number of children with similar environmental and cultural disadvantages, located in smaller groups in non-disadvantaged schools, are likewise receiving an unacceptable education. As a result of their socially and culturally depressed total environment, the regular instructional program and ordinary teaching methods are ineffective as to these children. Such disadvantaged schools and children require the application of a greater proportion of resources in order to achieve the educational objectives of School District No. 1. They also require adjustments in plant and personnel programs and major adjustments in curriculum and teaching techniques.

3) Disadvantaged children are both white and Negro. But for a variety of reasons both historical and present, including racial isolation, a higher percentage of Negro children are disadvantaged and, at the moment, less capable as individuals of working out of their depressed total environment.

4) The concentration of Negro children due to residential concentration of their parents has contributed to the development of disadvantaged schools in a number of instances.

5) Racial concentrations are produced by population shifts which tend to overcrowd formerly adequate school facilities.

6) In general the concept of the neighborhood school is sound and preferable to any other system which has been suggested for the organization of school student populations. Experience elsewhere has demonstrated that indiscriminate dispersal of children on a quota basis is questionable educational policy as well as disruptive of school organization. However, opportunity for both Negro and white parents to transfer their

children voluntarily from their neighborhood school to fill existing vacancies in other schools should produce favorable contacts between children of different races or different backgrounds on an individual and personal basis. Likewise, transfers initiated for educational reasons by school authorities and agreed to by parents would achieve the same results.

7) In a nation and a world which are multi-racial it is essential that a school system create contacts among children of all races sufficient to accustom the one to the other on terms which will produce a favorable impression on all.

8) While a school system cannot alter the inherent capacity of the child, it can and must deal with the very substantial effect which the child's total environment has upon his development and ability to learn. This is particularly true in the case of many Negro children whose environment more frequently hampers their acquisition of knowledge.

9) The measures which should be taken to correct the educational and environmental difficulties of disadvantaged schools must not be dependent upon or expressed in terms of race as a single factor, nor should such measures place children of different races in different categories with respect to rights, privileges or opportunities. Since the quality of education is found to be deficient in disadvantaged schools, measures must be taken to improve radically the educational techniques necessary to educate such children. The school system within educationally sound programs must take remedial measures to alleviate racial isolation and supply to all children a sense of common acquisition of our cultural heritage.

10) Leadership is needed to describe the problems of segregation, education, race relations and social justice in this community. The Portland School Board is in a unique position to exercise this leadership.

Conclusions Regarding the Community at Large

1) This community should commit itself to political and financial support of programs to improve educational opportunities for disadvantaged children as the only reasonable alternative to developing an ever larger proportion of its population which is unable to function as constructive and productive citizens. The State of Oregon, through its Legislative Assembly and appropriate

executive officials, should recognize that this is more than a local problem and lend financial assistance to Portland School District No. 1 and other districts similarly situated; the state recognizes its responsibility to reimburse school districts wholly or partially for extra expenses incurred in educating a host of physical and emotional handicaps; the presence of concentrations of disadvantaged school children is no less a handicap to the individual child and to the school system than is the presence of children who are blind, deaf, disturbed or crippled.

2) Many government agencies have responsibilities for environmental social problems which have a detrimental effect on educational achievement in culturally disadvantaged areas. Generally these agencies are understaffed in relation to the magnitude of the problems with which they are expected to cope. These agencies could perform a more adequate service if there were better case-by-case co-ordination of their activities, even though inadequate resources are available for the total job.

3) Government agencies are barred by law from practicing racial discrimination in program or employment. The manner and extent to which they should actively promote integration is a matter of disagreement.

4) Privately-financed agencies can perform a valuable function in alleviating many adverse environmental situations which affect educational achievement. The greatest need for such disadvantaged area private services is in Albina because racial isolation magnifies problems there.

5) The most urgent Albina private agency need is for nursery and preschool day care, youth character building, and family involvement in youth activities.

6) The programs of privately-supported agencies do not recognize color or creed, yet with a few notable exceptions little private agency effort is being made in seriously disadvantaged neighborhoods because the tendency is to serve those most easily reached.

7) Comprehensive planning by private agencies is lacking or else it is ineffectively used as a guideline for the assessment of area needs within fields of service. There seems to be little correlation between some United Good Neighbors fund allocations and agency efforts in culturally deprived neighborhoods such as Albina, particularly in programs for disadvantaged youth.

8) Albina residents are receptive to self-help programs. To be effective, private agency attacks on Albina problems must incorporate the suggestions and recommendations of Albina's leaders and achieve greater co-ordination of programs and program content, supported by valid research on area needs and statistical evaluations of results.

9) Some private agency programs which seem particularly effective in disadvantaged areas preserve the self-respect of recipients of assistance by providing for a fee predicated on the ability to pay.

10) An insufficient proportion of the total charitable funds expended in this city are spent in disadvantaged areas.

PART XIV

RECOMMENDATIONS

PART XIV

RECOMMENDATIONS

We, your Committee on Race and Education, have in this Report discussed what we feel is this community's most serious problem. We know that our school system appreciates the problem and is eager to increase the quality of its outstanding contribution to our community. We know that the community in general is eager to enhance its own future through support of its fine schools. It is in this confident spirit that we offer our recommendations to our schools and to our community, and urge their implementation as promptly as feasible consistent with the internal requirements of individual recommendations.

Recommendations Directly Affecting the School System

A. Model School Program

1) We recommend that the Portland school system establish a Model School Program to bring intensive educational efforts to bear on a number of elementary schools. The Model School Program should be created administratively no later than January 1, 1965, and the Model Schools should be operational in September, 1965. The program should be continued for a minimum of six years. Schools originally chosen for this program should be in reasonable geographic proximity. Model Schools should be those in which the achievement levels are significantly below the city-wide mean and which have a high incidence of social and learning problems. We nominate these schools for consideration for inclusion in the program: Eliot, Boise, Highland, Buckman, Holladay, Humboldt, Whitman, George, Woodlawn and Irvington. If it is not possible to include all ten schools originally, those omitted should be brought into the program as rapidly as possible. In any event, no fewer than six of these schools should be included originally, and these six should include at least two predominantly Negro enrollment schools and at least two predominantly white enrollment schools.

2) We recommend that the Model School Program be placed under an Administrator who shall be directly responsible

to the Superintendent outside the regular administrative organization. The Administrator's status shall be at least equivalent to that of an assistant superintendent. The Administrator shall have charge of the schools placed under the program and shall develop an instructional program, staff assignment and school organization with the assistance of his principals and teachers. Such arrangements shall be shaped to suit the needs of the particular school and shall be likewise designed to produce useful data on the value of innovations employed. The Administrator shall be appointed and shall commence his planning for the program no later than January 1, 1965, and shall be authorized to employ an Assistant Administrator and such additional staff and clerical assistance as he requires.

3) We recommend that the Administrator be supplied with such additional teaching personnel as is necessary to achieve a teacher-pupil ratio within the program of 1-20. The Administrator shall fix class sizes and pupil-teacher ratios within schools and among schools in the program as he shall deem necessary in order to meet educational needs and to serve various programs under his supervision.

4) We recommend that within the Model School Program the Administrator be authorized to withdraw all or part of the 7th and 8th grade children in Model Schools and establish them in a Model Upper Division Grade School, one objective being to release classrooms to lower class sizes. The Upper Division Model School may be established in a suitable facility such as Couch or in a temporary facility. Where children are required to travel more than one mile to the Upper Division Model School, their transportation cost shall be borne by the School District. The Administrator shall likewise be authorized to provide temporary facilities at Model Schools if necessary to accomplish desirable class sizes and provide facilities for special classes.

5) We recommend that a new school be constructed as rapidly as possible to serve as an Upper Division School if desired, or alternatively as an additional elementary school. The new school building should be constructed so it is suitable for either use by the Model School Program, with attendance boundaries adjusted accordingly. The location should be chosen in accordance with Recommendation 18 below.

6) We recommend that a preschool educational program be established in as many of the ten Model Schools we nominated as possible to provide experiences which will compensate for deficiencies of disadvantaged children at the time they now enter the regular school program. The preschool program should be established on a

voluntary attendance basis to include as large a percentage of children as possible, beginning at age four and preferably at age three, with as long a school day and school year as possible. Consideration should be given to the possible favorable psychological effects of charging a nominal fee, but in any case the major costs should be met at public expense. Special emphasis should be placed on careful statistical analysis of the later performance of preschool program children in comparison with carefully selected controls. We further recommend that, in addition to its own administration of special preschool programs, the School District encourage and co-operate with the private preschool programs being undertaken by several organizations in this city.

7) We recommend that additional funds be provided the principal of each Model School to be used at his discretion for supplementary materials, for transportation of classes on exchange visits and expeditions to enlarge the experience of the children. We also recommend that the Administrator be authorized to re-establish competently staffed individual libraries in schools of the Model Program and to allow them to remain open and staffed after regular hours and during vacations. We also recommend that the Administrator be authorized to use and to experiment with the use of parents and high school and college volunteers to assist in regular and extra-curricular activities, studies and programs.

8) We recommend that the Administrator be authorized to select personnel for his Model Schools as he shall deem necessary. The Administrator should be encouraged to interview principals and teachers in the system to fill vacancies in the Model School Program and his principals should be authorized with his approval to transfer teachers out of the program when they shall deem it necessary.

9) We recommend provision of a full time nurse for each school in the Model School Program; in addition, each Model School should have a full time community agent to assist the principal in planning after-school and evening activities for children and parents, and developing the attendance area's participation in and support for educational improvement. A full time clinical psychologist adequately trained in testing procedures and a psychiatric social worker should be attached to the Administrator's staff.

10) We recommend that the special achievement program as applied to the Model Schools be placed entirely under the supervision of the Administrator.

11) We recommend that in Model Schools, including the Upper Division School, where EE courses or classes are not available for qualified students, that such students be sent part time to attend classes in other schools where such courses are available. Transportation will be paid by the schools. Arrangements for this shall be made by principals of Model Schools with principals of other schools with the approval of the Administrator. Students so selected should be placed in schools where their experience and that of their fellow students will be enlarged by such placement.

12) We recommend that when in the judgment of the Administrator and his staff the education of any child in the Model School Program would be materially improved by transfer to another school in the Portland system, such child shall be transferred provided the parents consent and provided no serious crowding exists in the school to which such child is transferred. Transportation costs shall be provided by the schools. Students so selected shall be placed in schools where their experiences and that of their fellow students will be benefited.

13) We recommend that teachers to be assigned to the Model Schools be given an intensive course during the summer of 1965. Teachers attending the course should receive compensation for the time spent in attendance. The course should encompass the goals of the program and the techniques successfully employed in similar schools. In addition, such programs should be continued in future years for newly assigned teachers. Likewise, the Administrator should be authorized to establish in-service training programs during the regular year to introduce new techniques and to evaluate existing programs.

14) We recommend that the Administrator be authorized to develop programs and procedures to give recognition to teaching excellence and to encourage the development of esprit among teachers, administrative personnel and students.

15) We recommend that the Administrator be authorized to enter formal and informal co-operative arrangements with metropolitan colleges and universities which desire to co-operate in the Model School Program, provided that the Administrator shall retain full authority, supervision and responsibility for such arrangements and may terminate them at his discretion.

16) We recommend that funds allocated for the Model Schools may be used for purposes of the Model School Program other than those listed above, or in other proportions, if experience indicates the superiority of certain remedies, for example, increasing emphasis on preschool education.

17) We recommend that at the conclusion of the Model School Program the School Board and Administration analyze the program's effectiveness in meeting the School District's educational goals with children of depressed backgrounds. Successful techniques should be continued for such children in all portions of the school district.

B. Attendance Policies

18) a) We recommend that District No. 1 continue to employ the neighborhood school, with such modifications for flexibility as we suggest, as the primary means of organizing its schools and fixing pupil attendance.

b) We recommend that, both in planning new construction and in adjusting attendance district boundaries to allow for population shifts at both elementary and secondary levels, the Board shall emphasize as one of the relevant factors the educational desirability and the long-range necessity of reducing and avoiding the concentrations of children with depressed environmental backgrounds or the racial isolation of children.

19) We recommend that all parents shall be given the option of transferring a child from the neighborhood elementary or high school to any other school where a vacancy exists in that child's grade, provided the parent assumes responsibility for the child's transportation and attendance. Once so transferred, a child may continue in that school until graduation from it. Parents with children in the Model School Program shall have first preference for vacancies. We also recommend that the Board review this voluntary transfer policy annually and limit or terminate the same if its impact does not have a generally beneficial effect upon the education of children.

C. Programs and Curriculum

20) We recommend that the Board have the Superintendent undertake a re-evaluation of the adequacy of high school curriculum in light of educational problems which have been the subject of this

Report, using as a committee to do so the Administrator of the Model School Program and such other personnel within and without the school system as he shall see fit.

21) We recommend establishment in the high schools of occupation oriented programs of general education, designed for students who are not college-bound. We recommend that facilities necessary for occupation-oriented general education programs be constructed as additions to existing high schools and be planned as integral parts of new high schools; such facilities should permit specialization in various fields of occupation interest at different high schools. We further recommend that a student regardless of his residence in the District be permitted to attend the high school which offers courses in his area of occupation interest. We further recommend appointment of an additional vice-principal with responsibility for occupation-oriented general education programs in those high schools with such programs. We further recommend that these new programs be given such status reinforcement as necessary to prevent them from being considered a dumping ground for intellectually inferior students, and that every effort be made to interest students in the programs in all school activities.

22) We recommend that institutions of higher education be encouraged to work with high school counselors and with students during their early high school years in order to identify and stimulate potential college candidates who may otherwise fail to develop their capabilities.

23) We recommend a thorough re-evaluation of the special achievement program by qualified disinterested parties, such re-evaluation to include recommendations for any changes which may be indicated in order to emphasize extreme caution in placement, continuous evaluation of a child's capacity to return to regular classes, and constant effort to provide a maximum of education to MR students so that initial cultural deficiencies will not be made irreversable.

24) We recommend, in view of the large proportion of students who are not destined to undertake four years of college, that the Portland Community College in its evolving program place sufficient emphasis on post-high school vocational and technical sequences. This should not be a substitute for the important upgrading of occupation-oriented programs of general education in the high schools but should be a substantial addition and extension of such high school programs.

25) We recommend that the School Board adopt a policy similar to that of the Philadelphia, Pennsylvania, schools stating that facilities of the Portland Public Schools will not be made available for apprenticeship training to any union or craft that fails to accept in its apprenticeship programs non-white applicants who meet requirements. In order to ascertain the facts of whether qualified non-white apprentices are accepted, we recommend that the schools arrange that those intending to apply for indenture to an apprenticeship committee register their intentions with the director of apprenticeship training of the Portland Public Schools; all such registrations should be routinely followed up by the director to determine the outcome of the request for indenture.

D. Counseling and Guidance

26) We recommend that when the occupation-oriented general education programs are introduced, the work of the vocational counselors be closely integrated into the programs under the direction of the vice principal in charge of the general education program.

27) We recommend that the level of counseling, and especially of vocational counseling, be provided in the various high schools on the basis of need of the students enrolled rather than according to a fixed quantitative formula.

28) We recommend that counseling courses similar to the distributive education course presently used at Roosevelt High School be developed and offered to all high school students who may wish to enroll. The course should include information on job opportunities, requirements and procedures as well as practical information on such matters as taxes, budgeting, pensions, social security and other matters of direct importance to those who will shortly enter the job market.

29) We recommend that vocational counselors in the high schools maintain files of information on post high school courses and training available from the private vocational schools as well as from the Community College in order to acquaint counselees with these opportunities. We further recommend a closer exchange of information between reputable private vocational schools and the Portland schools.

30) We recommend a closer working relationship between the high schools and the Oregon State Employment Service so that vital information about individual students is shared by both agencies in order that both agencies may fully utilize each others' resources. In this regard we recommend a study of the working relationship between the Denver, Colorado, public schools and the Colorado Employment Service.

31) We recommend that there be a more consistent follow up study of Portland high school graduates in order to correlate post-high school accomplishments with in-school achievements as revealed by school records in order to assist in improving school programs.

E. Educating Disadvantaged Children

32) We recommend that both within and without the Model School Program more attention be given the material and cultural needs of disadvantaged children so as to enhance their response to motivational efforts. These children should:

a. Be given more exposure to life's options, ideas and pleasures through recreational and cultural trips, extended school days and summer sessions, club and similar interest activities which will be educational and enjoyable and which will resist surrendering children to the street for longer periods of time.

b. Be given more recognition as individuals.

c. Receive more assistance with material problems, such as inadequate clothing, lack of milk in the diet, lack of breakfast at home, etc., as a means of overcoming physical wants which directly interfere with the learning process.

d. Be provided with more adequate plants to meet particular problems often found among disadvantaged enrollments, including more lavatories to bring facilities nearer classrooms and supervising teachers, and fuller use of and additions to shower facilities in gymnasiums.

e. Be made aware of well-defined discipline codes applying equally to all races in order to offset impressions sometimes held by minority children and parents that a double standard is applied.

f. Be provided with a continuing general orientation program starting early in their school career, stressing the benefits of education in terms they can understand so they will perceive their school role and the reason they are in school.

F. Removal of Prejudice

33) We recommend in order to improve community attitude toward the schools that teachers communicate with community leaders and take interest in problems of the community served by their schools, and that this be regarded as particularly important in Negro communities so that parents and the community will understand that the schools are planning with rather than for the Negro.

34) We recommend that as in athletics, art, music, drama and other activities, the Board consider the establishment of programs which will create the maximum opportunities for children of different races to work with each other toward common goals at levels of proficiency which are substantially comparable, provided again, however, that no discrimination on the basis of race be used in assignment to projects or activities. These opportunities should be designed so as to raise the aspirations of disadvantaged children.

35) We recommend that in the employment of textbooks and study materials the Board make those arrangements which will insure that a reasonable proportion of the text and illustrations portray people who are respresentative of the major ethnic groupings in American life including the American Indian, the European, the Negro, the Asiatic. The purpose of such illustrative materials should be to insure that children as a natural and normal process identify members of all races as component parts of the society in which they are growing up.

36) We recommend that in each social studies class in elementary school and in the American problems classes in high school, teaching units be developed which will emphasize the role of majorities and minorities in American life. In these classes a major effort should be made to point out the importance of the contributions of different races to our society, the significance and the consequences of racial conflict and the factors which give rise to such conflict. Emphasis should be placed upon Negro stereotypes of whites as well as upon white stereotypes of the Negro, both of which impede the evaluation of the worth of the individual.

37) We recommend an educational effort through the schools, particularly aimed at parents, to help eliminate false notions, prejudice and discrimination respecting the right of all persons to have freedom of selection of adequate, modern, non-segregated housing.

Recommendations Affecting the Community

1) We recommend that the School Board prepare a master plan which a) describes the problems of segregation, education, race relations and social justice in this community; b) makes suggestions for action by all government and private agencies which might better the climate of equality here; and c) details what the schools have done and are doing to assure equality within the limits of sound educational procedures. We recommend that this master plan, suitably revised at appropriate times, be held out to this community as evidence that the schools are doing their part in satisfying group aspirations and are persuading other agencies to do theirs.

A. Employers and Unions

2) We recommend that the School Board urge employers to demonstrate that effective equal employment opportunities exist regardless of race, religion or national origin, both by adopting public statements to that effect and by co-operating with high school vocational counselors in presenting in-school programs illustrating qualifications expected of potential employees.

3) We recommend that the School Board urge that employers make efforts to hire qualifiable individuals for on-the-job training regardless of aptitude and/or school achievement as determined by conventional tests and measures whenever in personal interviews or upon recommendations of the school teacher or counselor the employer has cause to believe that an applicant is potentially capable.

4) We recommend that the School Board urge that employers provide more apprenticeship opportunities in their own enlightened self-interest. We also recommend that the School Board urge trade and craft unions where shortages of qualified journeymen exist, to join employers who use journeymen in these trades and crafts for joint financing of journeymen-on-the-job teachers for apprenticeship programs in order to make such programs more desirable for both the journeyman and the employer.

B. Government Agencies

5) We recommend that Portland School District No. 1 employ staff to exclusively co-ordinate school dealings on a case-to-case basis with other government units, and insofar as possible to help other government agencies co-ordinate activities among themselves and with the School District.

6) We recommend that Portland School District No. 1 initiate a co-operative demonstration project involving an all-government agency attack on social problems in a pilot area to demonstrate what maximum commitment of resources will do in relieving adverse environmental conditions having an adverse effect on the education of disadvantaged children.

7) We recommend that an appropriate government agency in co-operation with interested private agencies establish a referral service designed to give advice and assistance to Negroes trying to find residence outside Albina. Such assistance should include information on how to seek housing, how to deal with real estate brokers, rental agents and lending institutions. It should also provide assistance in overcoming specific difficulties as they arise. We further recommend that the Portland Development Commission be considered as the appropriate agency to operate the referral service because of its experience in the relocation of families.

8) We recommend that all agencies of the City of Portland enforce building, housing and other codes in order to prevent growth of slum conditions under the pressure of increasing population. We also recommend that the city increase its efforts to provide municipal housekeeping services to depressed areas to obtain results equal to those in other areas.

9) We recommend that the School Board encourage the Housing Authority of Portland to continue its recent efforts to provide a greater voluntary racial balance among its projects; that the Housing Authority study further the need for additional family housing in order to upgrade the environment of many disadvantaged children; that the Housing Authority survey the Albina area to determine the number of families living in sub-standard housing and that it make long-range plans for an adequate number of public housing units for low-income families, giving consideration to locating future projects so as to further the assimilation of Negroes in Portland.

10) We recommend that as government shows the leadership it should in development of more adequate housing, every effort be made to increase private development of properties in the Albina area under existing financing and modernization loan programs.

C. Privately Financed Organizations

11) We recommend that the acute need for the services of certain privately supported agencies in the Albina area be recognized and that these be financially supported by United Good Neighbors even at the expense of less essential services in other areas.

12) We recommend that UGN, in concert with the Community Council, give high priority to the establishment of an Albina neighborhood center based on the settlement house approach. The staff should include street workers. We are not recommending specific programs for the neighborhood center. These should be evolved as Albina residents identify the problems they think are most important. We further recommend that as results are apparent and as funds can be made available, the neighborhood center concept be expanded, either through branches of the original center or by the establishment of parallel but related programs. These neighborhood centers should be utilized as the focus of other private agency services. In time they should prove particularly effective to those agencies whose programs rely on extensive volunteer leadership.

13) We recommend that a high priority study be undertaken by the UGN and the Community Council, in concert with Albina residents and School District No. 1, to establish the role of privately supported agencies, determining those which can contribute effectively to the educational achievement of disadvantaged youth as distinct from those agencies whose techniques and program content do not lend themselves to an attack on the problem. Implicit in establishing the study would be an expressed conviction by UGN to assess it in conjunction with the priority needs of the community as a whole so that funds can be earmarked for the Albina area on the basis of priorities, agency capabilities, and unmet needs. We further recommend that there be effective and continuing liaison between a working committee embracing the UGN, the Community Council, involved agencies, Albina leadership and School District No. 1 as equally interested and responsible participants to implement the study's recommendations. To make this liaison effective we recommend

that a senior administrative official be designated to represent School District No. 1, and that the School Board commit personnel and facilities as needed.

Respectfully submitted,

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